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annual report 1977-78

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A MESSAGE FROM THE CHAIRMAN

The pace of activity within the Tri-State Regional Planning Commission continued to increase during 1977-78. During this period, several functional plans were developed and adopted.

The *Regional Development Guide 1977-2000*, a comprehensive land-use plan, is based on the premise that a well-ordered and prosperous metropolitan region is feasible despite slower growth. The plan is predicated on the following objectives: (1) enhancing our older cities as desirable places to live and do business; (2) protecting our farms, wetlands, mountains, stream valleys, watersheds and forests; and (3) coordinating the location of homes and workplaces with public utilities, facilities, services and transportation in order to conserve energy and promote social equity. By recognizing that we must husband our resources and get the most out of what we already have, this plan breaks with earlier land-use plans, which were based on expectations of continued rapid growth.

The Commission also adopted a new housing plan, *People, Dwellings and Neighborhoods*, which is closely allied with and shares common goals with the *Regional Development Guide*. This plan presents a regional overview of the various housing issues of concern to neighborhoods, localities, counties and states within the Region. In addition to issues of physical structure and location, qualitative aspects of housing are considered. As with the *Regional Development Guide*, a principal emphasis of *People, Dwellings and Neighborhoods* involves the revitalization of the Region's older cities, with an attendant decrease in random development.

The adoption of these comprehensive plans was the culmination of much hard work by the Commission and its staff. Severe time constraints limited to some degree the amount of regional participation.

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Although portions of both plans are controversial and are not universally accepted, the Commission hopes to achieve a broad consensus on these plans within the Region. To accomplish this, the Commission has devised an expanded cross-acceptance process. Building on the first cross-acceptance process that occurred in the early 1970s, the expanded effort will involve extensive discussions between technical staffs, sub-regional planning bodies, elected officials, citizens and the Commission. Utilizing a no-fault, nonadversary approach, we will make an attempt to reconcile the Commission's plans with those of the subregions. We hope through these efforts to achieve consensus within the Region on our long-range goals.

In addition to the substantive planning work, the Commission devoted a great deal of effort during the year to organizational management concerns. The committee structure, initiated by former Chairman Alan Sagner, matured and became an effective management form. Our relationship with the Metropolitan Regional Council continued to develop, with council representatives being invited to Commission meetings, and a portion of our agenda being devoted to receiving valuable insight from these local elected officials. Several meetings were broadcast over the council's closed-circuit television system, and a study is under way to determine the best way of utilizing this system in the Region. The question of local representation on the Commission received added impetus during the year with the introduction of legislation in New York and Connecticut designed to increase the number of commissioners who are local elected officials. The Commission's study on the future of Tri-State, which I initiated at the beginning of my term, made significant progress during the year. Although I am disappointed that we were unable to complete this study during my tenure, I am hopeful that the important work it began will be finished. I continue to believe that clarification of the roles of Tri-State and regional planning is imperative at this time if we are to maintain any degree of stability and progress in the Region.

I have enjoyed my term as chairman. The support and dedication of the Commission staff, and the help and guidance of the executive committee and committee chairmen have been greatly appreciated. Finally, my earnest thanks to Horace Brown, whose superb staff work enabled me to function as chairman without becoming bogged down in mindless detail.

*Lynn Alan Brooks
Chairman
April 1977 - April 1978*

TRI-STATE: A CAPSULE DESCRIPTION

Originally established by the governors 17 years ago as a transportation committee, legally sanctioned 13 years ago as a transportation commission and legislatively changed seven years ago to a regional planning commission, Tri-State has a mandate to draw up overall plans for the New York-New Jersey-Connecticut metropolitan region as a framework to assist "close-to-the-scene" local planning while at the same time providing a singular regional position in working with state and federal governments.

The Commission must evaluate and plan for general region-wide needs and opportunities at the appropriate regional scale. But it also has the function of fostering interchange and cooperation. The Commission provides a unique forum wherein federal, state and local officials can work together in the context of major regional objectives.

Specifically, the Commission:

- Maintains plans for land use, housing and transportation.
- Reviews annually, for consistency with Commission plans, more than 300 planning, acquisition, construction and social improvement projects seeking federal assistance.
- Supplies hundreds of agencies and individuals with survey data, maps and aerial photographs.
- Presides over the annual formulation of a transportation improvement program for the Region.
- Obtains federal planning funds for other agencies in the Region to carry out detailed study programs within the regional framework.

The Commission carries out its general regional planning activity on an annual budget of \$3.3 million annually, the lowest planning cost per capita for large urban areas in the United States.

The voting members of the Commission are designated according to each state's law or appointed by the governors. There are five from each state.

Presently, 22 persons serve on the Commission, representing the three states, the City of New York, the federal government and the Port Authority of New York and New Jersey. The six federal members, representing U.S. agencies in transportation, urban devel-

opment and environment — usually appointed by their department heads upon request from the Commission — and the member from the Port Authority are nonvoting representatives. All commissioners serve without pay.

Charged with setting the overall planning policy for the Tri-State Region, members are assisted by technical, citizen and other advisory groups and by the regular Commission staff, which presently numbers 179.

No action taken by the commissioners is binding unless a majority of each state's members present at Commission meetings vote in favor of it. The vote of any state can be vetoed by the governor of that state during a ten-day review period following each meeting.

VOTING MEMBERS

Under Connecticut law, the following persons served as ex-officio commissioners during the 1977-78 year: Lynn Alan Brooks, Designee of the Secretary, Office of Policy and Management; Robert T. Cairns, Chairman, Connecticut Public Transportation Authority; and James F. Shugrue, Commissioner, Department of Transportation. Connecticut law also requires the governor to designate the chief executive officer of a municipality within the Tri-State Region and one additional state official to act as a personal representative. These are John Mandanici, Mayor of Bridgeport, and Stanley J. Pac, Commissioner of Environmental Protection.

According to New Jersey law, the following persons were ex-officio members during the 1977-78 year: Russell H. Mullen, Acting Commissioner, Department of Transportation, and Patricia Q. Sheehan, Commissioner, Department of Community Affairs. D. Bennett Mazur, Bergen County Freeholder, Joseph L. Garrubbo of Elizabeth and Frank T. Johnson of Murray Hill also served as public members from New Jersey appointed by the governor with the advice and consent of the state senate.

Under New York State law, Mario M. Cuomo, Secretary of State; Victor Marrero, Commissioner, Division of Housing and Community Renewal; Robert F. Wagner, Jr., Chairman, New York City Planning Commission; William C. Hennessy, Commissioner, Department of Transportation; and Harold Fisher, Chairman, Metropolitan Transportation Authority, served on the Commission during the year.

NONVOTING MEMBERS

Federal commissioners for 1977-78 included Thomas Appleby, Regional Administrator, U.S. Department of Housing and Urban Development; Robert E. Kirby, Regional Federal Highway Administrator, U.S. Department of Transportation; William E. Morgan, Director, Eastern Region, Federal Aviation Administration, U.S. Department of Transportation; Hiram J. Walker, Regional Director, Urban Mass Transportation Administration, U.S. Department of

Transportation; Eckardt C. Beck, Regional Administrator, U.S. Environmental Protection Agency; and Harold Levine, Acting Regional Director, Federal Railroad Administration, U.S. Department of Transportation. The representative from the Port Authority of New York and New Jersey was Edward S. Olcott, Director of Planning and Development.

COOPERATIVE PLANNING RESPONSIBILITY

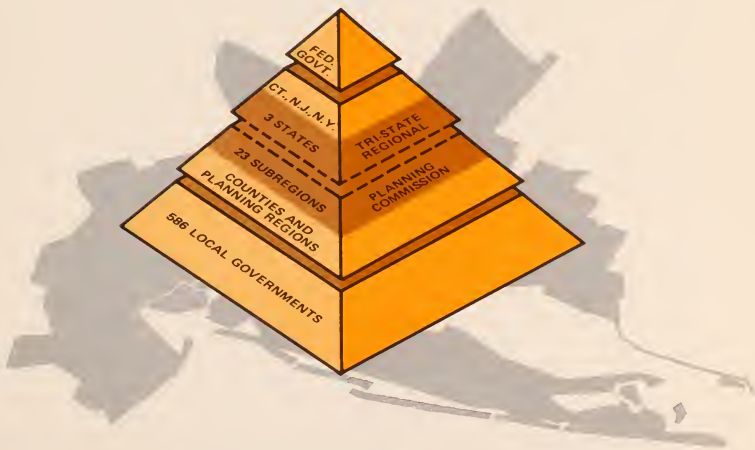
The Tri-State Region is too big for one agency to do the planning. Since its inception, Tri-State has shared certain planning responsibilities with the major cities, counties and the Connecticut planning regions. This has been a cooperative effort with each agency working at its scale but all recognizing that they are part of the larger Region.

Of all the major regional planning agencies throughout the nation, it is quite likely that Tri-State alone has developed such a subregional system to the degree of sophistication that provides a continuous flow of information between the subregions and their metropolitanwide planning unit. This is necessary in such a large Region.

To foster this shared planning responsibility, Tri-State also shares federally provided planning dollars. Roughly half the transportation planning funds go to the subregions and half to Tri-State. This sharing creates a close working relationship that not only makes plans more consistent but allows local officials to set their priorities in cooperation with each other and their state.

THE COMMITTEE STRUCTURE

By late 1976, the number of regional issues and tasks before the Commission had reached the point where the agency could no



COOPERATIVE PLANNING RESPONSIBILITY
IN THE TRI-STATE REGION

longer handle them within the meeting schedule set in the Commission's bylaws. Five standing committees were then created to filter matters prior to their placement on the agenda of the group as a whole. The Commission chairman appointed the members of each committee based upon the commissioners' desire to serve. These standing committees and their functions are:

- **Land Use, Environment and Energy.** to recommend policy on the use of land, protecting the natural environment and conserving energy.

- **Housing, Community Development and Social Services.** to recommend policy on matters of housing, community development and other similar subjects related to community facilities and social services.

- **Transportation.** to recommend policy and actions on matters involving all modes of transportation, including bus, railway, highway, aviation and pedestrian, both passenger and freight.

- **Economic Development.** to recommend policy on the Commission's involvement in matters of economic improvement and development.

- **Intergovernmental Relations.** to recommend policy on matters involving institutional relations between Tri-State and other regional, interstate or federal agencies.

Actions taken by these five standing committees, plus those taken by the Commission's Citizen Advisory Panel and Technical Advisory Group, were the front line of activity for the Commission during the 1977-78 year. Succeeding sections of this report will describe this activity, as well as supporting staff operations.

LAND-USE, ENVIRONMENT AND ENERGY COMMITTEE

A major achievement of the Commission in 1977-78 was the adoption of the land-use element of its comprehensive regional plan – the *Regional Development Guide 1977-2000*. The *Guide* is a thorough revision of the former version originally adopted in 1968 and amended in 1972.

Teamwork among the Standing Committee on Land Use, Environment and Energy, other members of the Commission, the staff and the related family of agencies – federal, state and subregional – enabled extensive reviews and comments on several drafts, and achievement of general consensus. This allowed the Commission to meet the mandate of the U.S. Department of Housing and Urban Development, which had set August 1977 as the deadline for submission of the plan.

POLICIES OF THE GUIDE

The uncertainties surrounding future energy supplies, the slowdown in regional growth and the limits to fiscal resources were underlying trends that convinced the Commission to set the following planning objectives for the *Guide*:

- **Concentration of development and the revitalization of older cities.** This objective is contrary to recent trends of favoring new residential communities and office and industrial facilities in the suburban fringes. Under this policy the Region's fuel consumption will be relatively less, and cost-efficient housing rehabilitation will provide more dwellings than will new construction near families that need the dwellings.

- **Conservation of critical lands.** Optimum land development is in harmony with the natural environment. Unfortunately, such harmony is seldom achieved. It is therefore necessary to identify and conserve land that is critical either because of environmental limitations or because of its overriding social usefulness.

- **Achievement of balance among people, dwellings and services.** This objective responds to issues of equity and fairness in our society. Research indicates that bringing jobs and services to people and people to jobs and services is best accomplished in compact urban communities, thereby reinforcing the other planning objectives.

PACKAGING THE POLICIES

The committee articulated the above policies — and their implications for the spending of public funds — in a position paper in 1976, and distributed it for comment. In early 1977, the first draft of the *Guide* was prepared, incorporating many of the comments received. This draft was further revised by the committee and underwent extensive public review prior to adoption by the Commission.

One of the most complex issues discussed in the *Guide* involves balancing of the need for low-income and moderate-income housing in environmentally sensitive areas. The policy contained in the *Guide* clearly leaves the responsibility of balancing these important competing needs at the local level. Where critical lands are involved, however, the Commission feels that public justification is necessary. Other sensitive issues discussed are:

- What density is sufficient to justify the installation of public sewers and the provision of other public services.
- How much emphasis should be placed on older cities and what would be the resultant effect on outlying centers.

INCORPORATING CHANGES

During the adoption and initial review of the *Regional Development Guide*, the Commission discussed and worked out certain changes in the New Jersey portion of the Region. The purpose of these changes was to improve consistency with the state's land-use element, including issues relating to the location of development in the central New Jersey "growth corridors." The deliberations were in part focused on a development proposal in Somerset County.

These discussions resulted in an extensive review by the committee and Commission of the methods and criteria used to define critical lands and open-land areas in the entire Region. While the Commission finally decided that the determinants used in the *Guide* were valid and uniform throughout the Region, it was clear that additional refinement and improvement of these methods and criteria should take place as the Commission continues its land-use planning.







TOWARD REGIONAL AGREEMENT

In a diverse metropolitan region, implementation of any plan will not take place in the absence of consensus among the various levels of government and planning agencies. With this in mind, the committee proposed procedures for achieving cross-acceptance of the *Guide* and the corresponding plans of the Connecticut planning regions, New York and New Jersey counties, and New York City. This procedure was endorsed by the Commission in March 1978.






The process envisions simultaneous analysis by Tri-State and subregional staffs of one another's plans, with a joint report to both the land-use committee and the subregional planning body. This will be the major activity of the Commission during the coming year. As issues arise, attempts will be made to resolve them within the context of the plans.



REGIONAL DEVELOPMENT GUIDE

- RECOMMENDED CENTERS**
-  MANHATTAN
 -  PRIMARY CENTERS
MORE THAN 90,000 JOBS
 -  50,000 – 89,999
 -  30,000 – 49,999
 -  LESS THAN 30,000
 -  SMALLER CENTERS

RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

-  0 – 0.5 DWELLINGS PER NET ACRE
-  2 – 6.9
-  7 – 14.9
-  15 – 29.9
-  30 OR MORE

OTHER ACTIVITIES

1. Site-Value Taxation. As an expression of its interest in removing impediments to implementing its regional planning policies, and on the recommendation of the Citizen Advisory Panel, the committee requested a staff report on site-value real-estate taxation, and later recommended that the Commission find ways of furthering the testing of this concept in the Region by cooperative research on specific localities or other means. Under site-value taxation, real estate would be taxed according to the land value rather than the value of buildings or other improvements on the land.

2. Hudson River Water Supply Project. The committee directed a staff evaluation of the Hudson River water supply project proposed by the U.S. Army Corps of Engineers. The evaluation involves population growth assumptions, consumption rates used to calculate demands, the impact of water conservation measures and alternative sources of supply.

3. Water Quality Management ("208"). The Commission endorsed the committee's recommendation that Tri-State and the states define an appropriate role for Tri-State regarding water-quality plans and subsequent updates under Section 208 of the federal water-pollution-control legislation.

HOUSING COMMITTEE

Matters before the Tri-State Committee on Housing, Community Development and Social Services during the 1977-78 year were vital, absorbing, enduring and tough. They occupied committee members' attention during meetings and between them, and kept the Commission's housing staff working at full tilt. These matters included: developing a regional housing plan; reviewing community development block grant applications; putting together a regional housing opportunity plan; and administering a regionwide study on housing discrimination.

CREATING A REGIONAL HOUSING PLAN

The committee began its work on the development of a new housing plan for the Region immediately after the group was created in late 1976. The work carried on through 1977, leading to official adoption of the plan at a meeting of the Commission called for this purpose on February 9, 1978.

The Tri-State housing plan calls for increasing current housing production, rehabilitating dwellings and neighborhoods in the cities, and meeting the needs of low-income and minority households in the Region.

The document, entitled *People, Dwellings and Neighborhoods*, focuses on help for 1.3 million households in need of assistance. About 90 percent of these, consisting mostly of the elderly and small families, including many minority and female-headed households, need assistance in the community where they are now living. The remaining 10 percent should be able to find apartments or houses nearer to their workplaces.

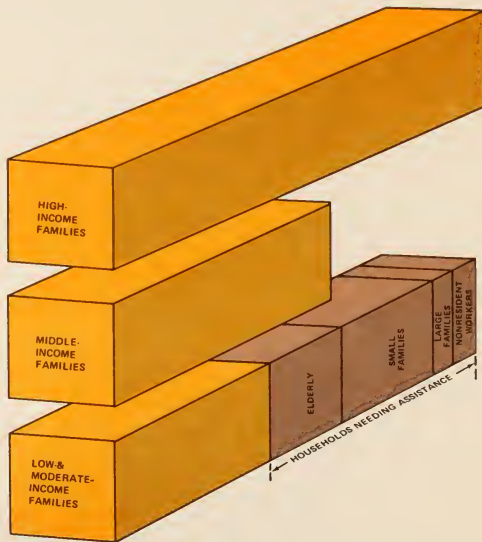
To alleviate the problems of these households requires the renovation of existing structures, income assistance to help pay rents and construction of some new buildings. It appears that rent assistance is the major problem, and the Commission will press the federal government for more funds to solve it. Furthermore, with a relatively stable population projected in the future, Tri-State places emphasis on rehabilitation rather than new construction. Building of new dwellings for lower-income households has a lower priority, and less than half the housing need of these families would probably be met in this way.

The Tri-State plan urges the states and subregions to agree to a rational sharing of the Region's need to provide housing assistance for lower-income families. It asks that counties, Connecticut planning regions and major cities, working with their elected officials and Tri-State, prepare housing allocation plans for their areas, working with their local communities.

Consistent with the Commission's land-use plan described elsewhere in this report, *Regional Development Guide 1977-2000*, which generally calls for the rehabilitation of the cities and resisting further "urban sprawl" in the suburbs, the Tri-State housing plan recommends medium-density ranges for housing as being lowest in cost and also generally more energy-efficient.

Based upon general proposals that had been presented throughout the Region in a series of public meetings, the Tri-State housing plan went through a half dozen drafts prior to adoption. Each draft inspired comment and suggestions for additions, changes and deletions from numerous sources. For example, when a draft was circulated for "A-95" review, no less than 40 state and federal government departments, counties, regional planning agencies, municipalities and other groups responded with comments.

Many of the expressed concerns were accepted, and the plan was revised accordingly. While the "A-95" process worked well in this instance, allowing the finally adopted plan to represent more closely the interests of the Region as a whole, the housing committee was delayed in its goal to have a plan by late 1977. However,



REGIONAL RESIDENTIAL REQUIREMENTS

the extra time taken to accommodate the concerns of all parties has, in the estimation of housing committee members, made the plan a more respected declaration that will form a good starting point for consideration of the possibility of acceptance and implementation by the Region's governments. Accordingly, the Commission has just launched an ambitious effort to seek agreement on the plan with the planning agencies of six regions in Connecticut, nine counties of New Jersey, seven suburban counties of New York, and New York City.

REVIEWING COMMUNITY DEVELOPMENT

Federal revenue sharing under the Community Development Block Grant Program is a big business in the Tri-State Region. Each year, more than 150 applications, totaling hundreds of millions of dollars, are forwarded to the federal government by the Region's towns, cities and counties. These applications are reviewed for consistency with regional plans.

The community development program – which finances such local needs as water and sewer facilities and parks – has been in effect for three years, and the fourth year is about to begin. Each year's group of project applications has been evaluated under criteria that are directly related to regional housing goals. For the period covered by this annual report, the housing committee completed the review of third-year applications, strengthened its criteria and began the review of fourth-year applications.

For the third year of the community development program, the housing committee asked subregional planning agencies to review applications from places with less than 100,000 people, while Tri-State itself reviewed the remaining applications from places with larger populations. Although it was desirable that the same criteria be used to evaluate all applications, the committee felt that requests from smaller places would be more appropriately reviewed by agencies "closer to the scene," whereas applications from larger places carried regionwide significance.

The committee's experience with this division of labor was a disappointing one. The reviews by subregions varied from very thorough to none, thereby resulting in an uneven treatment of community development applications. Members of the housing committee suggested to applicants and subregions alike that all applications be reviewed by Tri-State, and, hearing no objections, asked and received authorization from the entire Commission to do so.

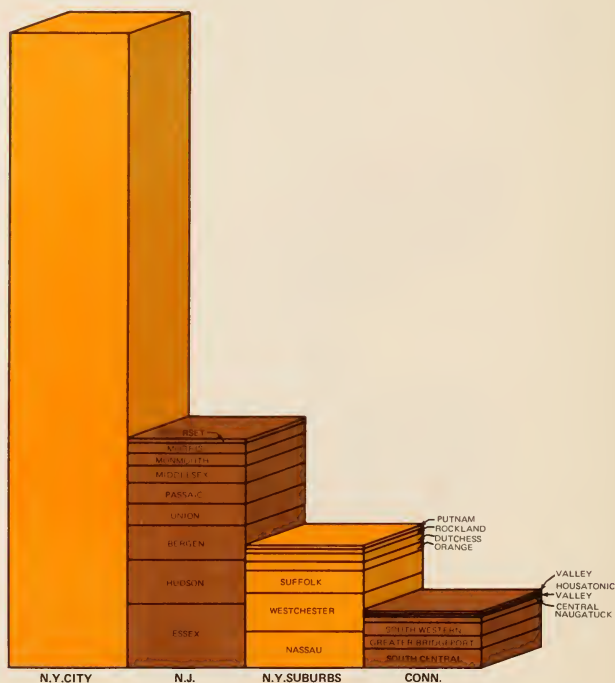
Thus, all fourth-year community development block grant applications are being reviewed by Tri-State with whatever assistance subregional agencies care to contribute. In general, the housing committee gives very close scrutiny to applications that propose:

- less than 50 percent of the funds to be spent in areas where low- and moderate-income families live;
- less than 10 percent to be spent on housing for low- and moderate-income families;
- more than 15 percent to be spent on administrative overhead;

- less than 5 percent of the applicant's overall housing assistance plan to be met in the current year;
- less than 10 percent of the applicant's three-year housing assistance goal to be met in the current year;
- more than 50 percent of new lower-income housing to be concentrated in low-income areas;

The committee is also examining closely any requests from applicants who cannot demonstrate that funds granted under prior applications were committed according to the applicant's stated intent, and who cannot demonstrate a commitment to fair housing practices.

None of the above criteria are necessarily invoked as reasons for commenting unfavorably on an application for federal community development funds. They are simply employed as a fair method of helping the Tri-State housing committee perform its review in accordance with national policy. During the third year, for example, 19 applicants were more than routinely treated under this evaluative system. All but four were eventually supported by the committee.



WHERE LOWER INCOME HOUSEHOLDS NEED ASSISTANCE

DEVELOPING A HOUSING OPPORTUNITY PLAN

Special housing bonus funds are available from the U.S. Department of Housing and Urban Development (HUD) to metropolitan areas whose governments join in a concerted effort to provide housing assistance to low- and moderate-income families. Under the leadership of its housing committee, the Tri-State Regional Planning Commission has been attempting to persuade the Region's governments to obtain these funds.

The basis for qualification must come from signed agreements between Tri-State and chief elected officials from half the incorporated governments representing three-quarters of the 18.6 million people in the Region. This is a monumental task that the committee has been working on throughout the year, during which it obtained agreements from 225 localities representing 4.2 million people. Subsequent to HUD's promulgation of final regulations concerning the program, Tri-State sought revised agreements with previously enlisted localities, plus agreements with enough new participants to attempt an application to the federal government.

The absence of some agreements, however, disqualified the Region for housing bonus funds, but if the agreements can be confirmed by early 1979, some additional federal housing funds should be available for the Tri-State Region. The committee is endeavoring to achieve this.

LOOKING INTO HOUSING DISCRIMINATION

With financial assistance from Tri-State, the Regional Plan Association, a voluntary planning agency, has been attempting to analyze the amount and nature of housing discrimination in the New York area. This effort, which began about one year ago, is now complete.

The statistical analysis has established that the racial separation of the Region's black population is pronounced. In comparison with their overall share of the Region's population, blacks are underrepresented in 70 percent of the Region's 4500 census tracts and overrepresented in 20 percent. Ten percent of the tracts show a balance between blacks and other groups. Two-thirds of black households are concentrated in five major residential locations on 1.5 percent of the Region's land. The Regional Plan Association finds that very little of this imbalance is due to differences in income between blacks and the majority of the regional society.

The committee also asked the Regional Plan Association to look into the matter of fair housing practices and to estimate the amount of vacant land where there is potential for developing medium-density housing.

STANDING COMMITTEE ON ECONOMIC DEVELOPMENT

Service to the Region and its constituent subregions was the major activity of the Standing Committee on Economic Development during the past year.

HELPING SUBREGIONS TO TAP FEDERAL PROGRAMS

Monitoring federal appropriations for public works, business loans, trade adjustments, technical assistance and planning, the committee found that the Region-at-large, when compared with other metropolitan areas, was not receiving its fair share of public monies for economic development. Part of the problem, as identified by the committee, was a lack of awareness of available revitalization programs and how to tap them. Nearly all counties and planning regions met the basic qualifications of the U.S. Economic Development Administration (EDA), particularly with respect to having substantial unemployment; yet many a subregion failed to declare its intent to become an economic redevelopment area, establish a committee representing all segments of its population and submit an Overall Economic Development Program (OEDP) document that detailed the economic distress of the area and those specific projects that would create and then maintain a healthier business climate — a climate promoting long-term jobs.

The committee promptly identified those areas that qualified for funding, but still lacked federal designation. The committee then offered staff support to those subregions willing to participate in the completion and submission of their OEDP documents. (Letters to this effect were directed to the chief elected officials of 11 subregions.) Tri-State, being a vast repository of land-use, housing, demographic, economic, social, transportation and geophysical data, was in a position to supply critical historical data for two major sections of a given subregion's OEDP document. The actual programmatic proposals were left exclusively to the subregions to execute.

As a result seven subregions — Bergen, Middlesex, Somerset, Nassau, Orange, Rockland and Queens — became designated EDA redevelopment areas during the period February 1977-April 1978, bringing the Region's total to 19. In two cases (Somerset and Nassau counties), the committee and staff completed analyses of physiographic, demographic, economic and transportation patterns, with supporting data and maps, for inclusion in each area's final OEDP

document. For the other subregions the committee gathered information on legislative changes affecting eligibility requirements, application deadlines and funding levels, and urged a prompt sub-regional response.

An example of the latter activity involved a change in EDA criteria for redevelopment area qualification. Any subregion that failed to submit its OEDP prior to December 31, 1977, must now have substantial unemployment higher than the national average of 7.8 percent for the preceding 24-month period. Formerly, an area would qualify with a 6 percent or greater unemployment rate for a calendar year. The committee immediately contacted all affected subregions, informing them of the changes in the eligibility requirements and providing staff support to meet the December 31st deadline.

With respect to the remaining five qualified but undesignated subregions (Bronx, Kings, New York, Greater Bridgeport and Putnam), three (Bronx, Kings and New York) are now proceeding toward designation and two are in an indeterminate stage. The committee has reaffirmed its commitment to aid these subregions in the designation process and has pledged to continue its monitoring of pertinent federal programs.

As a result of this working partnership between Tri-State and the subregions, the Tri-State Region expects to receive a more equitable share of public monies and, in the process, hopes to stimulate private investment. It is still too early to monitor the money flow, but clearly, the level of public works funding and construction is on the rise. The committee will follow this activity closely.

COMPILING A CATALOGUE OF FUNDING SERVICES

Another part of the Economic Development Committee's service to the Region commits staff, under the guidance of the committee, to provide all subregions with an up-to-date list of federal and state funding sources for economic development. Included in such a catalogue would be instructions on tapping these programs. Tri-State, in partnership with the Metropolitan Regional Council, has made considerable progress in this area. A source-book will be published and distributed to all subregions and state economic development offices in late 1978.

SECURING DIRECT FEDERAL REPRESENTATION

The issue of more visible and effective EDA representation in New York City and the mid-Hudson Valley was also explored by the committee. A number of subregions urged the committee to work with New York City's deputy mayor for economic development to persuade EDA to appoint a permanent field representative for the downstate New York area. This effort has been successful, and monies have been earmarked in next year's EDA budget for such a field representative.

COMPLETING A REGIONAL SKILLS PROFILE

In yet another area of committee involvement, a resident-

based skill profile of the experienced unemployed has been completed for most subregions in Connecticut, New Jersey and New York. The information is available by industry and occupation. Findings indicate that at the time of the 1970 census enumeration, the experienced unemployed constituted nearly 90 percent of total unemployed — 263,000. The bulk of the Region's experienced unemployed listed their occupations as operatives — sewers and stitchers, other apparel trades workers, food processors, assemblyline workers, and so on — with New Jersey being the hardest-hit sector. It is precisely these goods-producing enterprises, along with government, that have recorded the largest job declines since 1970, leading to a present unemployment level of 810,000.

Further detailed analyses remain to be done. Thus, the committee advised staff to explore the feasibility of expanding this study to include age, race and wage and salary classifications of the experienced unemployed. Plans for this update, as well as work on a formal report, were cancelled due to staffing constraints. It is anticipated that this study effort will be revived during the Commission's 1978-1979 work program year.

The committee expects that this study will be used to identify those industries needed in the Region to match the skills of our resident experienced unemployed. The findings will be presented to the governors of Connecticut, New Jersey and New York and will be also made available to multistate economic development commissions and subregional agencies.

DEALING WITH OTHER ECONOMIC ISSUES

Over the past year, the committee also served as a forum for communicating other late-breaking events of regional significance. Among those items discussed by the committee were:

1. The issues of recent subway fare increases, service cutbacks and declines in ridership and how these events have affected the economic and financial stability of New York City.
2. The labor union viewpoint on needed regional economic actions.
3. New York State's economic action program for 1977.
4. A commercial revitalization demonstration project for New York City that could serve as a prototype of development for other cities in the Region.
5. EDA designation for metropolitan agencies.
6. The applicability of the economic development district program in the Tri-State Region.
7. Alliance and monetary support for the Northeast-Midwest Economic Advancement Coalition.
8. The Brownsville Industrial Park Project. The Brownsville site is not far from the Spring Creek, Brooklyn, site that the Port Authority of New York and New Jersey is developing as an industrial park. The question of competing interests was discussed with all affected parties in attendance.
9. Stewart Airport economic development proposal.

STANDING COMMITTEE ON TRANSPORTATION

Like the other standing committees of the Commission, the transportation committee is the first line of action on plan making. But unlike other committees it also deals heavily in the programming of federal transportation funds on a year-to-year basis, including primary responsibility for administering special transportation feasibility study monies and substantial amounts of transportation planning funds for the Region's counties and Connecticut planning regions.

REGIONAL TRANSPORTATION PROGRAMMING

The regionwide instrument for the annual commitment of public funds to highways and mass transportation is called the Transportation Improvement Program (TIP). The program is a schedule (or list) of projects to be funded over the following five-year period in implementation of the Region's transportation plan. The plan sets the goals and objectives; the program fulfills them.

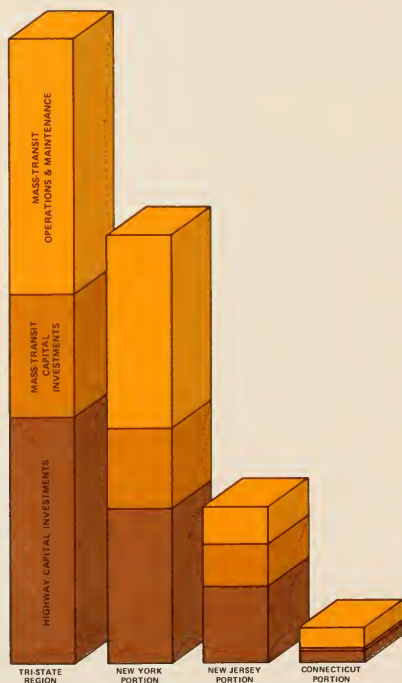
In the Tri-State Region, the Transportation Improvement Program is more than just a list of projects. It is a process involving hundreds of officials and civic leaders in progressive decision-making on the policy for federal and state transportation investment. The process starts at the grass roots of the Region, where local officials, organized into groups at the county (planning region in Connecticut) level, draw up their list of roadway and public-transport improvement project priorities. This list of "needs" is reviewed by the multi-county transportation coordinating committees and balanced with anticipated funding levels before it comes to the Standing Committee on Transportation. The committee provides the regional perspective when reviewing the subregional TIPs and making its recommendation to the Commission. The Commission is the official metropolitan planning organization, and its transportation committee provides it with the necessary technical review and regional perspective in this process.

Thus the Transportation Improvement Program is a cooperatively drawn compilation of all the Region's transportation projects proposed to be carried out over the next five years. It lists by state and subregion the estimated cost and proposed source of funding for each highway and mass-transit project. The TIP is updated annually.

Between 1978 and 1982, according to the Tri-State Regional Planning Commission's Transportation Improvement Program, \$9 billion is proposed to be spent in the Tri-State Region, largely for the preservation and renewal of existing transportation facilities. This includes all expenditures supported by federal funds and many, but by no means all, expenditures that are wholly state and local. Only a limited expansion is programmed, generally designed to fill gaps in existing systems. That \$9 billion will be necessary mostly for upkeep testifies to the vast investment already made in the Region's transportation facilities, the age of facilities and the Commission's desire to prevent erosion of these past capital investments. Of the \$9 billion, transit operation and maintenance costs are programmed at \$3 billion, while capital construction, consisting mostly of reconstruction or preservation projects, totals \$4 billion for highways and \$2 billion for mass transit.

ADMINISTERING SPECIAL STUDIES

To implement and detail transportation plans, the Tri-State Regional Planning Commission administers, through its transportation committee, hundreds of specific feasibility studies in every sector



1978-82 TRANSPORTATION IMPROVEMENT PROGRAM

of the Region. These technical studies are directed toward solving particular transportation problems, or addressing certain needed aspects of transportation improvements. For example, if the regional plan calls for bus service to be extended to currently unserved areas, a technical study for such an area would then resolve what the frequency of service ought to be; the number of riders that could be expected; how many buses would be needed; what streets they should run on; what agency might run the system; how much it would cost; and the fare that ought to be charged. Thus technical studies serve to translate plans into proposals for operating realities.

Development of the 1978-1979 regional program of feasibility studies commenced with a letter to all prospective sponsors of such studies, outlining aims and a schedule of events leading toward a recommendation by the Standing Committee on Transportation to the Commission. There was a very high response from potential sponsors. The proposals were reviewed, arrayed in a priority sequence, and a proposed program in balance with anticipated funds was recommended and adopted by the Commission at its March meeting.

The 1978-79 program of projects includes 37 proposals of first priority and five proposals of second priority. The program provides for primary federal funding by the Urban Mass Transportation Administration, with assistance from the Federal Highway Administration. There are also five studies for which federal funding will be sought solely from the latter agency or from the Federal Aviation Administration. The necessary matching funds are to be provided by the project sponsors. Because the latest federal clean air act legislation requires the Region to modify its transportation control plans, there are, in addition, nine studies included in this year's program proposal that pertain to this subject. Thus there are 56 new studies in total that the Commission's transportation committee has proposed.

One of the more significant studies recommended by the committee and now underway deals with the impact of energy limitations on regional transportation. It is being conducted for the Commission by the State University of New York at Stony Brook. Since the Tri-State Region is a net importer of energy, it is subject to changes in supply over which it has little or no control. The goal of this study is to characterize potential energy "futures" so that the Commission can incorporate the impact of such futures into its transportation planning. The study began in mid-1977, and is scheduled for completion at the end of 1978.

ADOPTION OF AVIATION PLAN

In January 1978, the Commission adopted an airport system plan covering the period through 1995 as a guide for future airport development, air service and airport access planning and programming actions. This plan was developed under the guidance of an aviation technical committee representing the three states, New York City, the chief airport operators, the Federal Aviation Administra-

tion, the airlines and aircraft owners and operators. In developing the summary plan document, the committee solicited comments from the Commission's Citizen Advisory Panel, incorporating many of them into the final product: *Public Policy Toward Aviation*.

The plan consists of an air carrier airport system plan and an interim general aviation airport system plan. Work on the general aviation plan — to include treatment of commuter airline service — is to be completed in the coming year and integrated with the air carrier airport plan. In the meantime the adopted plan is to be circulated for comments to be considered for future revisions or refinements.

The number of air passengers is expected to more than double by 1995. Since air carrier aircraft are also expected to double in average size, the number of airports now in the Region will remain adequate for air carrier aviation. However, investments in terminals and in ground approaches to the airports will be required. Limited relief can be expected either from decentralization of traffic to suburban airports or diversion of traffic to high-speed rail. Together these might amount to 10 percent of the forecast air passenger levels.

A decentralized air carrier airport system is recommended to the degree that is considered responsive to the airline passenger. A key element in the plan is the increased use of Newark Airport, which is presently underutilized. Stewart Airport, assumed with a runway extension to enable it to serve transcontinental and overseas flights, is identified as an air carrier airport, serving primarily a regional role. Monmouth County Airport is recommended to receive air carrier service by the year 1995, unless Newark is still underutilized at that time.

REVISING THE REGIONAL TRANSPORTATION PLAN

The Commission's transportation plan, embodied in the document entitled *Maintaining Mobility*, is due for update during the next year. Under the transportation committee's aegis the update work has already begun with an assessment of how regional transportation can serve the development patterns envisioned in the Commission's recently adopted land-use guide. Some policies that the new plan would have are already apparent:

- Restrict new highways to areas designated for urban development.
- Space expressway interchanges widely apart in areas that are not planned for urban development.
- Emphasize transportation for areas cited in the land-use guide as urban or industrial centers and smaller cities.
- Increase attention to environmental issues.

In general, it is the intent of the *Regional Development Guide* to reduce dependence on the auto and increase priority for mass transportation serving older cities and their suburbs.

OTHER TRANSPORTATION ISSUES

Intercity Rail Service. The northeast corridor of the United States, for which a national improvement program exists, has New York City as its focal point. The Commission, through its transportation committee, prepared a statement on the importance that must be placed on integrating the project into the Region's transportation service network so as to avoid adverse effects on the functioning of the Region's passenger and freight services. Briefly, the Commission emphasized the need for an adequate share of the federal program to be devoted to the Tri-State portion of the corridor.

Transportation and Clean Air. The federal clean air act amendments of 1977 emphasize that metropolitan planning agencies such as Tri-State have a role in the preparation of revised air-quality transportation control plans.

The revised plans must show public as well as local- and state-elected official involvement and consultation and include identification and analysis of the air quality, health, welfare, economic, energy and social effects of the plan provisions.

The revised plan must also include evidence that the states and local governments are committed to implement and enforce the elements of the plan. Federal agencies shall not approve any project, program or plan that does not conform with the approved implementation plan.

Each state is currently involved with plan revision. Tri-State is cooperating in the process. In Connecticut, the state environmental agency has the principal responsibility, in cooperation with the state department of transportation, the state office of policy and management and the subregional planning agencies. In this case, Tri-State's role will be to provide research material and working documents that will be of assistance in developing the more specific, local plans.

In New York the designee is the state environmental agency, in cooperation with the state department of transportation. For the local participation in preparing revised transportation control plans, Tri-State, working through the transportation coordinating committee (as the mechanism for local official involvement), has been designated as the responsible agency.

For New Jersey, the governor has designated the state department of transportation and the state environmental department as the coordinating agencies to work with the counties and major cities in preparing revised transportation control plans. The Commission will have a supportive role through its Northeast New Jersey Transportation Coordinating Committee.

INTERGOVERNMENTAL RELATIONS COMMITTEE

In a Region as large as Tri-State, with 586 local governments, 23 subregions and three states, plus their chartered authorities and commissions — all of which relate in one form or another with departments and agencies of the federal government — a substantial amount of energy must be expended in simply communicating and coordinating. At the regional level, the prime forum for interchange between the Commission and other regional as well as federal agencies is the Intergovernmental Relations Committee.

The following paragraphs describe how the Commission conducted its relationships with public and private agencies through this committee.

RELATIONS WITH THE METROPOLITAN REGIONAL COUNCIL

On May 14, 1977, the Metropolitan Regional Council (MRC) board of directors approved an agreement with the Commission to merge partially the operations of the two organizations. Under this agreement Tri-State authorized three MRC board members to sit with the Commission. The commissioners had approved the agreement one month earlier. The implementation of this agreement during the year was a prime activity of the intergovernmental committee. The committee members also agreed that they should be involved in goal-setting and progress toward a full accommodation with MRC. Toward these ends, the committee undertook a thorough review of the MRC annual work program.

For the federal funding cycle beginning July 1, 1978, the committee asked MRC to provide a revised work program based on comments made previously. The committee also inquired about the two major objectives of the 1977-1978 agreement between Tri-State and MRC. MRC is seeking a contract with the City University of New York (CUNY) that will help to pay off the long-term debt on its closed-circuit television hardware. This would permit MRC-TV to be more self-supporting, which was one of the agreements with Tri-State. The other objective was that membership be increased. MRC reports 28 paying members. (It is not MRC's intent to have all municipalities as members; the original group of charter members numbered 36.)

The question of television coverage of Tri-State Commission and standing committee meetings — employing the videotaping facilities of the MRC-TV closed-circuit system for later broadcast

on commercial cable television — was considered by the intergovernmental committee. The committee agreed that meetings of the Commission could be videotaped, but that no broadcast of edited tapes should occur without the committee's review for accuracy.

FEDERAL GOVERNMENT RELATIONSHIPS

When the Department of Housing and Urban Development (HUD), a principal sponsor of the Commission's planning work, announced its intent to arrange the way regional planning funds for the 1977-78 year were to be spent, the members of the committee responded vigorously.

A notice from HUD advising that Tri-State would probably receive \$650,000 for 1977-78 and the Metropolitan Regional Council (MRC) \$230,000 was referred to the committee.

The committee considered the earmarking of funds for 1977-78 to be unreasonably low and unacceptable. It stated that the division of funds between Tri-State and MRC is a matter for the two agencies to decide, not HUD. Further, the total amount was insufficient to do the work HUD was requesting. However, HUD's view prevailed.

The committee also reviewed the proposed Intergovernmental Coordination Act, which has been introduced in Congress and backed by the National Association of Regional Councils. The committee believes the proposal has many good points in advancing the cause of regional planning, but it also contains a threat to continued funding in the event a region does not comply with its terms. The committee is concerned about the latter feature, and, therefore, will be prepared to encourage local congressional hearings if the bill begins to move in Congress.

CHANGES IN COMMISSION MEMBERSHIP

The legislatures in both New York and Connecticut entertained proposals during the year for altering the composition of their delegations to the Commission. The intergovernmental committee closely followed the progress of all bills through the legislatures.

OPERATIONS OF THE CITIZEN PANEL

The next chapter of this report contains the essence of a proposal from the Commission's Citizen Advisory Panel for refining its structure and operations. Although this proposal emanated from the panel, the chairman of the Commission referred it to this committee for review; eventually, it was further reviewed through joint effort of this committee and the citizen panel.

Two of the recommendations in the citizen panel's proposal would require expenditure of additional funds or staff time, and it was felt that more time would be needed to arrive at specific definitions of these two items. One is a recommendation that citizen panelists be paid a modest honorarium — \$50 per meeting for those who could not otherwise afford to serve. The other recommendation would require extra staff to prepare a summary of the agenda for

Commission meetings, indicating the issues, conclusions or controversies connected with the items.

The committee reported back to the full Commission favorably on both items along with all others in the proposal. All were acceptable to the commissioners except the proposal for an honorarium. The entire question of citizen participation — including the role of the Citizen Advisory Panel — is now part of discussions with the governors and the mayor of New York City concerning the structure and future course of the Commission itself.

PUBLIC MEETINGS AND CONFERENCES

The committee guided the conduct of four public meetings, in the spring of 1977, organized by the Citizen Advisory Panel with assistance from the Northeast Citizens Union (see page 28).

Since that time, committee members have confirmed the value of public meetings, stating that cross-acceptance of plans between the Commission and subregional agencies should include meetings for the public to participate.

However, the committee felt that a large regionwide conference such as that held two years ago in New York City should be deferred until the Commission's effort to cross-accept plans with the subregions nears completion.

CITIZEN ADVISORY PANEL

Gubernatorial appointment of its members gives the Tri-State Citizen Advisory Panel a unique position in the affairs of the Commission. While the commissioners have asked the panel to devote particular attention to certain aspects of Tri-State's work, the independence of appointment assures that the work will be examined from a dissociated standpoint.

This the panel has been doing.

REVIEWING THE COMMISSION'S WORK PROGRAM

One of the panel's tasks is to review the annual work program of the Commission with a view toward suggesting new directions in emphasis. In reviewing the proposed program for 1978-79, the panel noted the absence of work on coastal zone management, effects of offshore drilling for oil, and solid waste handling and disposal.

Although Tri-State has not been designated by the federal or state governments as the official planning agency for these activities, the panel was unanimous in expressing its belief that the Commission should become involved in these activities if only to review the planning done by other agencies. Because these activities affect, directly or indirectly, planning that the Commission already does, the panel specifically recommended that the Commission's program be revised to include work on coastal zone management, offshore drilling and solid waste handling.

The panel commended the Commission for proposing meetings during the work program year with the various elected officials of the Region for the purposes of briefing them about the current local, state and federal issues and problems involving regional planning.

EVALUATING PUBLIC PARTICIPATION

Another charge to the panel is to review and comment on the Commission's record of public participation. Recently, the members recommended that a "fact sheet" be sent to all members of Congress and to all state legislators of the Tri-State Region explaining the purpose, structure and functions of the Commission and, further, that such a fact sheet be updated periodically as the need arises.

The panel has also suggested a change in policy for press releases issued by the Commission, including a recommendation that releases be issued more frequently, thereby providing an opportunity

CITIZEN ADVISORY PANEL

- Dr. Eric W. Mood (Chairman)**, Associate Clinical Professor of Public Health, Yale University, New Haven, Connecticut
- Rose M. Muscio (Vice-Chairman)**, Resource Recovery Task Force of the Department of Environmental Protection, New York City
- Morris Pesin**, Former Councilman of Jersey City, New Jersey
- Harlan Griswold**, Retired Chief Executive Officer, Waterbury National Bank, Waterbury, Connecticut
- Ethel George Bedford**, American Express Co., New York City
- Helmut Kimpel**, Public Relations Consultant, Warwick, New York
- Han Van Oostendorp**, Engineering Consultant, Redding, Connecticut
- Ralph Alvarado**, Associate Director, Bronx Municipal Hospital Center, New York City
- Diane Tedder**, Southern New England Telephone Co., Waterbury, Connecticut
- John Adao**, Director of Geriatrics, City of Bridgeport
- Stephen M. Raphael**, Attorney at Law, New York City
- Fred C. Hummel, Jr.**, Staff Analyst, New Jersey Bell Telephone Co.
- Robert Curvin**, Department of Political Science, Brooklyn College, New York City
- Rev. Ruben Lopez**, Teacher, Priest, Stamford, Connecticut

for the public to become more informed about the programs and activities of the Commission. In addition, the panel recommended that the staff of the Commission become better acquainted with the role of public participation in regional planning activities.

To broaden the base of citizen participation, the panel has expressed the desirability of having formal subregional representation wherein individuals and groups would participate from local levels up to the subregional level in citizen panels of their own.

The most consuming activity in the panel's effort to increase public participation during the year was its work with the Northeast Citizens Union in bringing the Commission's land-use and housing proposals to the public in a series of four meetings — two in New York and one each in New Jersey and Connecticut. The Northeast organization received a contract from the Commission to organize the meetings under the leadership of the citizen panel. Panel members found the series of meetings a disappointing exercise for a number of reasons, principally because attendance was inadequate.

EVALUATING REGIONAL PLANS

A third responsibility of the panel is to review and comment on regional plans before they are adopted by the commissioners. During the year, three plans — a general land-development guide, a housing plan and a plan for airport facilities and accessibility — were reviewed. These reviews consisted not only of general comments from individual members but also formal responses from the entire panel according to its members' answers to written questionnaires.

In expressing overall satisfaction with the *Regional Development Guide*, the panel evinced strong support for the following issues: reversing the suburban growth trend to reinforce older central cities; preventing development on critical lands; locating job sites near existing service centers; developing underused industrial districts near transportation facilities; and achieving consistency among sub-regional and regional development plans.

Some panelists found the language of the housing plan, *People, Dwellings and Neighborhoods*, difficult. But the group as a whole supported the goals and objectives of the plan and recommended adoption, recognizing that this and other plans are always subject to revision, since planning is a process that never ends.

The overall response to the aviation plan was one of support, with very strong support for that part of the plan that advocates the use of mass transportation for travel to and from airports. Some sections of the plan document were found to be ambiguous, and panel members suggested where revisions should be made.

INITIATIVES SUGGESTED

The panel can take full credit for studies conducted by the Commission on site-value taxation — a proposal whereby real estate would be taxed according to the land value rather than the value of buildings or other improvements on the land. Not only did the panel push for the initial evaluation of this taxing technique, it also recommended that test applications be conducted in cooperation with officials in representative localities of the Region using actual assessment records.

After receiving a presentation on the methods used by the Commission to review the programs of the Region's health systems agencies, panel members suggested, among other things, that public participation be included in the review process; further, that all applications for federal assistance include assurance that there have been adequate public hearings by the applicant.

MEMBERSHIP OF THE PANEL

The membership of the Citizen Advisory Panel was a troublesome matter throughout the year. At its December meeting, the panel was advised of the pending resignation of one of its New Jersey representatives. Because of this resignation and the failure of the state to appoint replacements for previously resigned members, the year ended with only one panel member representing New Jersey. There was one vacancy among the members representing New York, and of the five presently representing New York, only two were regular participants in activities of the panel. Representation and participation by panel members from Connecticut is better, but needs improvement. Four panel members from Connecticut continued to be active and participate regularly in the meetings of the Commission and the panel. However, two members were very inactive; in fact, one has never attended any of the meetings or activities of the panel since he was appointed.

REFINING PANEL OPERATIONS

How to increase its own effectiveness is a matter that has consumed considerable energy of panel members. In fact, attention was first given to this during the previous year, was sustained throughout this year, and has carried over into the next year. Many hours of discussion and several working papers addressed to this topic culminated in the following proposals from a joint committee of panelists and commissioners:

- The chairman of the Commission will appoint the members of the panel to staggered terms of three years on recommendations from each state, unless the governor makes the nominations. When such nominations have not been submitted within a 90-day period after notification that a vacancy exists, the chairman will appoint new members with the unanimous consent of the Commission. This procedure should alleviate the problem of long, unfilled vacancies on the panel.

- Three consecutive, unexcused absences from meetings of the panel will result in automatic termination of membership. When any vacancy on the panel occurs, it will be filled for the unexpired portion of that term in the same manner as a new appointment. This should assure more participation by panel members.

- The panel may create ad hoc committees. Members of the panel shall be eligible for reimbursement for necessary travel expenses to and from meetings requested by the Commission, and authorized panel members who are required to attend meetings of the Commission or of Commission committees may receive a per diem payment not to exceed \$50 each meeting.

Tri-State Regional Planning Commission staff will continue to provide administrative and technical assistance and information to the panel, and the functions of the panel will remain virtually the same as they have been in the past.

TECHNICAL ADVISORY GROUP

With more than 80 members, the Technical Advisory Group (TAG) is the largest element in the Commission's committee structure. It also has the longest history, having been officially created ten years ago (and existing informally six years before that).

The Technical Advisory Group is large enough to be divided into committees and subcommittees of its own in order to function more efficiently. Thus it has groups that deal with land-use, environment and energy; housing; and transportation (including aviation systems, transportation for the elderly and handicapped and air quality). Some of these groups were more active than others during the past year, and some were mirrors reflecting the technical sides of the same activities carried out by committees of commissioners described elsewhere in this report. The following sections will focus on those activities not alluded to earlier.

LAND-USE, ENVIRONMENT AND ENERGY COMMITTEE

Aside from dealing with the same subjects as the Commission's standing committee on land-use (pages 7 to 10), this committee of the Technical Advisory Group took up the matter of flood control.

At one point, a panel of six flood-management experts, with two federal resource persons, discussed current movements in inland flood management and answered questions from an audience. The discussion also included: "unfairness" of flood management as it falls on municipalities; differences in property values in and out of flood plains; the problem of toxic substances during flood episodes; coordinating flood management with programs on water quality, industrial land uses, storm drainage systems and overland runoff pollution; and the failure of the U.S. Office of Management and Budget to release funds for basinwide flood management planning.

As technical stage-setting for the Commission's adoption of the *Regional Development Guide*, the land-use committee of TAG considered the following: population, employment and housing targets for the Region; number and location of business centers to be designated in the *Guide*; densities of development desired under the stated policies of the *Guide*; and criteria for designating lands in the Region to remain open or relatively undeveloped.

TECHNICAL ADVISORY GROUP

Alan N. Bloom, Director, Transportation Planning and Development, Region 8, New York State Department of Transportation; **Kevin J. Cross**, Principal Planner, Division of State Planning, New York State Department of State; **John Drake**, Transportation Director of Planning, Connecticut Department of Transportation; **Dr. Raymond Dyba**, Supervisor of Planning and Evaluation, New Jersey Bureau of Air Pollution Control; **Joyce Gallagher**, Principal Engineer, Planning, New Jersey Department of Transportation; **Myron Holtz**, Assistant Commissioner for Management Information and Administration, New York State Division of Housing and Community Renewal; **William Lazarek**, Manager of Field Operations, Connecticut Department of Transportation; **Charles C. Morrison, Jr.**, Chief, Bureau of Land Resources Development, New York State Department of Environmental Conservation; **John Obermeier**, Chief, Bureau of Transportation Planning, New Jersey Department of Transportation; **Henry L. Peyrebrune**, Director, Bureau of Planning and Research, New York State Department of Transportation; **Charles Rotenberg**, Senior Housing Program Coordinator, Bureau of Housing, Connecticut Department of Community Affairs; **Iring Scheinbart**, Director, Transportation Planning and Development, Region 10, New York State Department of Transportation; **Melvin Schneidmeyer**, Deputy Commissioner, Connecticut Department of Environmental Protection; **Theron A. Schnure**, Assistant Director, Research and Policy Development, Comprehensive Planning Division, Connecticut Office of Policy and Management; **John J. Spaulding**, Director of Transit Operations, Connecticut Department of Transportation; **Donald H. Stansfield**, Chief, Bureau of Statewide Planning, New Jersey Department of Community Affairs.

Norris C. Andrews, Executive Director, Regional Planning Agency of South Central Connecticut; **Edward Lee Burdell**, Executive Director, Valley Regional Planning Agency; **Lawrence Campagna**, Director, Department of Planning and Economic Development, Hudson County Planning Board; **Richard C. Carpenter**, Executive Director, South Western Regional Planning Agency; **Donald J. Clark**, Planning Director, Bergen County Planning Board; **Charles N. Cuidera**, Planning Director, Essex County Department of Planning; **Peter Q. Eschweiler**, Commissioner, Westchester County Department of Planning; **Aaron D. Fried**, Director, Rockland County Planning Board; **Peter Garrison**, Commissioner of Planning, Orange County Department of Planning; **Duncan M. Graham**, Executive Director, Central Naugatuck Valley Regional Planning Agency; **James T. Grehan**, Administrator, Housatonic Valley Council of Elected Officials; **Robert D. Halsey**, Director of County Planning, Monmouth County Planning Board; **Henry Heissenbuttel**, Commissioner, Dutchess County Department of Planning; **Howard Kelly**, County Planner, Putnam County Planning Board; **Herbert Libert**, Planning Director, Nassau County Planning Commission; **Alfred Linden**, Director, Union County Planning Department; **Jesse Nalle**, Executive Director, Greater Bridgeport Regional Planning Agency; **Douglas S. Powell**, Director, Middlesex County Planning Board; **William E. Roach, Jr.**, Director, Somerset County Planning Board; **James D. Rogers**, Director, Passaic County Planning Board; **Dudley Woodbridge**, Director, Morris County Planning Board.

Wilbert Allen, Acting Executive Director, Mayor's Policy and Development Office, Newark, New Jersey; **Marilyn Burkhardt**, Director, Cooperative Community Planning, New York City Planning Department; **Jeffrey R. Ewing**, Director, Comprehensive Planning, New York City Department of Transportation; **Alex Garvin**, Director, Comprehensive Planning, New York City Planning Department; **Dorothy Green**, Director, Office of Environmental Impact, New York City Environmental Protection Administration; **Jerome M. Killeen**, Director of Planning, City of Jersey City; **Marvin Markus**, Deputy Commissioner, Policy and Government Liaison, Department of Housing Preservation and Development, New York City; **Philip Pistone**, City Planning Director, City Planning Bureau, Yonkers; **Jeffrey Stern**, Director, Regional and Intergovernmental Programs, New York City Planning Department.

Edward Carlton, Urban Transportation Planner, Federal Highway Administration, U.S. Department of Transportation; **Louis P. DeRose**, Chief, Planning Branch, Federal Aviation Administration, U.S. Department of Transportation; **Charles M. Gerdes**, Director, Office of Planning and Research, Federal Highway Administration, U.S. Department of Transportation; **Sheldon Gilbert**, Planning and Management Officer, U.S. Department of Housing and Urban Development; **Bernard I. Levine**, Chief, Planning Branch, New York Area Office, U.S. Department of Housing and Urban Development; **Conrad Simon**, Chief, Environmental Programs Division, U.S. Environmental Protection Agency; **James E. Steele**, Chief Planner, Urban Mass Transportation Administration, U.S. Department of Transportation.

David Caplan, Director of Planning, Triborough Bridge and Tunnel Authority; **Lee E. Koppelman**, Executive Director, Nassau-Suffolk Regional Planning Board, Suffolk County Department of Planning; **Mark Munley**, Director of Planning, Metropolitan Regional Council; **Robert Olmsted**, Transportation Planning Engineer, Metropolitan Transportation Authority; **Clayton D. Peavey**, Deputy Director, Planning and Development Department, The Port Authority of New York and New Jersey; **Boris Pushkarev**, Vice President of Research and Planning, Regional Plan Association; **Arthur Raabe**, Chief Engineer, Metropolitan Transportation Authority.

The land-use committee also laid the groundwork for future cross-acceptance of the Commission's *Regional Development Guide* with the plans of subregional agencies during the coming year, as determined by the commissioners' committee on land use (page 8).

TRANSPORTATION COMMITTEE

In preparation for the revision of *Maintaining Mobility*, the regionwide transportation plan that will be updated by the Commission during the next year, TAG's transportation committee assessed the effect of the Commission's land-use guide on tripmaking by public transportation and private auto, and it considered responses to the questionnaires that were returned from readers of the current edition of *Maintaining Mobility*. The committee also made preliminary evaluations of a revised transportation plan's effect on air quality and energy usage, and on the role of intercity rail and ability of the Region to make capital investments in view of its large burden of maintenance costs.

Most of the committee's other work has been carried out through three subgroups:

Elderly And Handicapped Task Force. The task force on transportation for elderly and handicapped persons consists of representatives from the state departments of transportation, subregions, transportation providers and consumers.

The task force meets monthly to solve problems and share information on transportation for the disabled and elderly. It is not solely a forum, however. The task force has presented to its parent body, the TAG transportation committee, recommendations on such matters as arranging for half-fares throughout the Region. A task force subcommittee screened and ranked proposals for technical studies described on page 21 of this report. Scheduled for the future are, among other things: presentations and, possibly, a task force position on the Transbus, a low-floor, ramped bus for urban use advocated by the U.S. Department of Transportation; and consideration of the impact of the new Section 504 of the Rehabilitation Act of 1973 on transportation providers and subregions.

Special Efforts for the Elderly and Handicapped was published in July 1977 as the Tri-State Regional Planning Commission's official report on the Region's progress in providing accessible public transportation for this disadvantaged group. It is national policy that "elderly and handicapped persons have the same right (as able-bodied persons) to utilize mass transportation facilities and services." The report enunciated Commission policy on mobility for the elderly and handicapped and set a goal and objectives for carrying out the policy.

Aviation Technical Subcommittee. As the group that guided the development of a regional airport plan, much of this subcommittee's time was spent in discussion of capacity restraints at the existing major airports in the Region and the cost of increasing capacity. These capacity problems are on the ground leading to the airports rather than in the airspace surrounding them.

There was, therefore, considerable study of the relative costs

of rail access improvements while at the same time increasing automobile access. Doing both would require a large capital investment — about \$900 million for improving access at Kennedy, Newark and LaGuardia airports.

Analyses were made for three regional airport systems alternatives — the existing system, one with maximum use of available runways and one with all feasible runway extensions. Also carried out by Tri-State staff under the aegis of the subcommittee were assessments of a proposed regional airport system plan on air quality, noise, energy usage, employment and airport users.

Air Quality Consistency Subcommittee. Assessment of the consistency between plans to improve transportation and plans to control transportation in the interest of holding down air pollution is the sole task of this group. Such assessments are predicated on average emissions from motor vehicles as determined by the U.S. Environmental Protection Agency (EPA). Tri-State, employing the latest data furnished by EPA, and comparing it to planned transportation improvements, found that the plans are not inconsistent.

HOUSING COMMITTEE

Urban Development Action Grants, a new federal program initiated during the year, was a prime matter of discussion in this committee. A representative from the U.S. Department of Housing and Urban Development described how this program, designed to assist distressed cities and “urban counties” in revitalizing their economies and deteriorated neighborhoods, could be applied in the Tri-State Region. The criteria for eligibility in the program — age of housing, per capita income, population lag or decline, employment lag or decline and poverty — were explained to TAG committee members and others.

The housing committee of the Technical Advisory Group also worked, from a technical standpoint, on the same topics that occupied the time of the Commission’s Standing Committee on Housing, Community Development and Social Services, namely the regional housing plan as later contained in the document, *People, Dwellings and Neighborhoods*; the criteria by which applications for community development block grants were reviewed by the Commission; the effort to secure a housing opportunity plan for the Region; and the nature of discrimination in housing.

SUPPORTING OPERATIONS

The seven major panels in the structure of the Tri-State Regional Planning Commission are served by a permanent staff that handles the day-to-day operations of the Commission, including the organization's financial arrangements and the research, analysis and production of whatever technical information may be required.

STAFF ORGANIZATION

The staff is organized into divisions dealing with land-use planning, housing planning, public transportation planning, highway planning, program management, administration and data processing. The staff is headed by an executive director, assisted by a deputy executive director.

There is a current trend to commit more staff to work in the field. To administer Commission arrangements with subregional agencies in transportation planning, there have existed for some time staff representatives for each of the three state sectors and for the City of New York. In the past year, three more staff members have been appointed to work with the subregions in each state on such housing matters as: technical assistance and information on government programs; and cross-acceptance of plans at the subregional level.

The staff is guided by an annual work program and budget having nine parts: measuring the Region; preparing and programming plans; cooperating in regional management; researching and developing models; managing programs and special contracts; administering mass-transit technical studies; administering subregional planning; administering demonstrations and special projects; and planning for regional airports. Progress in these efforts is reported quarterly.

DATA SERVICE

Besides gathering data for use in decision-making efforts, the Commission maintains a large supply of regional data from other sources, principally the U.S. Census, all of it available to the states, counties, planning regions and municipalities. This past calendar year the Commission supplied these customers with about 5300 aerial photographs, 375 maps, 15 specially processed parcels of data, 70 sets of census tabulations and 6600 copies of narrative reports on a wide range of subjects.

PROJECT REVIEW

As an official areawide clearinghouse designated by the U.S. Office of Management and Budget, the Commission processes planning, acquisition, construction and social improvement projects seeking federal assistance. Where the projects were essentially local in impact, the Commission delegated the task of project review to the county or planning region most involved, assuring project review at the appropriate level. Last year, the Commission and its subregional affiliated agencies cleared 2983 such projects valued at \$4.2 billion. This is a decrease from the previous year when 3347 applications, valued at \$4.5 billion, were cleared.

MINORITY WORK-STUDY PROGRAM

For six years, the Commission has been working with area universities in recruiting and training minority students for the planning profession at the graduate level, leading to a master's degree in urban planning while exposing the student to planning work with an agency in the field. Students must meet both the study and training requirements to earn the degree—60 credits of course work plus 1000 hours per year of on-the-job training.

During this year, the program suffered a setback because the U.S. Department of Housing and Urban Development (HUD), the principal financial sponsor of the program, cut its funding support from \$120,000 to \$55,000. However, subsequent discussions with HUD led to an agreement to increase funding for the coming year to \$80,000. For every two dollars of federal funds, the three states contribute one dollar. The program costs about \$7,500 per year for each student.

As of April 1978, 59 students had successfully completed the program.

FINANCING TRI-STATE OPERATIONS

The basic monetary support for the Commission's planning is provided by the federal government through assistance programs administered by its departments of transportation and housing and urban development. The U.S. Department of Transportation contributes via grants from the Federal Highway Administration, the Urban Mass Transportation Administration and the Federal Aviation Administration. Money for these grants, plus funds obtained from the U.S. Department of Housing and Urban Development, are authorized by acts of Congress.

The federal grants cover about three-quarters of the Commission's own, direct expenses. The remaining quarter is shared by the three states. Federal grants also cover three-quarters of the Commission's indirect, subregional expenses — costs incurred in planning by other agencies under contract to the Commission. The remaining quarter of these expenses is shared by the states of interest together with the agencies under contract. Such pass-through money is, in itself, three-quarters of the Commission's total expenditure of \$13 million.

By agreement among the states, New York finances the Commission's daily operations through "first instance" appropriations. New York is then reimbursed quarterly by Connecticut, New Jersey, the contract agencies, and the federal government under an operating formula. In lieu of cash, for certain planning projects, the contract agencies and states can provide manpower and services to match the federal funds. All expenses are audited by New York State before payment and may be post-audited by all three states and the federal government. Tables of expenditures for the current year and the past year appear below.

EXPENDITURES BY SOURCE OF FUNDS

SOURCE	GENERAL REGIONAL PLANNING		SPECIAL PROJECTS (By Contract)		TOTAL	
	1976-77	1977-78	1976-77	1977-78	1976-77	1977-78
Connecticut	\$ 62,284	\$ 77,989	\$ 143,657	\$ 105,314	\$ 205,941	\$ 183,303
New Jersey	384,407	351,645	244,607	265,170	629,014	616,815
New York.	358,421	351,517	674,784	1,559,818	1,033,205	1,911,335
Subtotal	\$ 805,112	\$ 781,151	\$1,063,048	\$1,930,302	\$ 1,868,160	\$ 2,711,453
Federal	\$2,479,274	\$2,556,982	\$5,519,919	\$6,717,435	\$ 7,999,193	\$ 9,274,417
Other Agencies	7,970	—	875,792	899,132	883,762	899,132
Total	\$3,292,356	\$3,338,133	\$7,458,759	\$9,546,869	\$10,751,115	\$12,885,002

EXPENDITURES BY CLASSIFICATION

CLASSIFICATION	1976-77	1977-78
Salaries	\$ 2,727,008	\$ 2,997,395
Temporary Employees	1,049,160	1,598,736
Fringe Benefits	800,793	981,876
Office Rental.	214,284	220,516
Computer & Other Equipment		
Rentals	182,286	194,027
Communications.	121,326	115,105
General Office Supplies.	56,722	61,371
Travel	27,339	28,240
Printing & Advertising	30,733	14,029
Equipment Purchases	15,647	14,926
Outside Computer Services.	120,303	63,779
Student Tuition—Minority Training		
Program.	17,111	11,000
Other Expenses	53,647	71,868
Subtotal Operations & Maintenance	\$ 5,416,359	\$ 6,372,868
Subregional Transit Study & Planning Assistance Contracts	\$ 4,992,002	\$ 6,453,754
Other Planning Contracts.	367,110	90,613
Subtotal Contracts.	\$ 5,359,112	\$ 6,544,367
Data Services.	57,670	7,759
(Excess of expenditures over revenues)		
Miscellaneous Revenues.	(82,026)	(39,992)
Total	\$10,751,115	\$12,885,002

SIGNIFICANT EVENTS — 1977-78

Tri-State Regional Planning Commission

- April 14, 1977. Commission restructures its **Technical Advisory Group** into committees to conform closely to those established by the Commission.
- June 9, 1977. **Regional Development Guide: 1977-2000** is adopted as the Commission's land-use plan for the Tri-State area, subject to A-95 review.
- June 9, 1977. **Transportation Improvement Program** for 1978-82 in New Jersey is endorsed by the commissioners.
- June 9, 1977. Three members of the **Metropolitan Regional Council** board of directors are appointed to serve as nonmember representatives to the Tri-State Commission.
- June 9, 1977. Commissioners set **mobility for the handicapped** as a major goal in all planning activities, and encourage all public officials and transportation operators to coordinate efforts toward this goal.
- June 9, 1977. Modifications are appended to the regional transportation plan, **Maintaining Mobility**, as the Commission makes its annual endorsement of the plan.
- September 29, 1977. **Transportation Improvement Program** for 1978-82 for Connecticut is ratified by the commissioners.
- September 29, 1977. Commission approves a request of its housing committee to have Tri-State review all **applications for community development funds** instead of delegating some reviews to subregional agencies.
- September 29, 1977. Commission supports proposed federal legislation to promote the **conservation of agricultural lands**.
- November 28, 1977. Comments on the **Northeast Corridor Improvement Project** are presented to the federal government in a public hearing.
- December 7, 1977. James McIntyre, Director, U.S. Office of Management and Budget, visits with Tri-State commissioners to discuss Long Island's request to designate its bicoounty planning board as a **separate areawide clearinghouse** for federal-aid applications.
- December 9, 1977. Commissioner Eckardt Beck, in a presentation before Tri-State's executive committee, urges a major role for the Commission in meeting the **air-quality goals** mandated by federal legislation of 1977.
- January 11, 1978. A videotaped meeting of the Tri-State Commission is **broadcast on cable television** for the first time through the auspices of the Metropolitan Regional Council.
- January 11, 1978. Commissioner Mario Cuomo urges that the **Nassau-Suffolk area** be treated as its own clearing-house for federal-aid applications.
- January 12, 1978. Commissioners reaffirm — in the face of objections from the Allan-Deane Development Corporation — the criteria previously applied to derive their **Regional Development Guide** maps.
- January 12, 1978. A regional airport systems plan entitled **Public Policy Toward Aviation** is approved by the commissioners as the official regionwide plan for airport facilities and accessibility.
- February 9, 1978. Housing plan and policies embodied in the document, **People, Dwellings & Neighborhoods**, are adopted at a special meeting of the Tri-State commissioners.
- March 1, 1978. New procedures for Tri-State **review of requests for federal-aid** — designed to reduce paperwork and thereby speed the process — go into effect.
- March 9, 1978. The **Transportation Improvement Program** for the New York sector of the Region, totaling \$3.9 billion in projects for 1978-1983, is substantially modified.
- March 9, 1978. **Procedures for cross-acceptance** of Tri-State's land-use and housing plans with those of subregional planning agencies are established.
- March 9, 1978. Commissioners vote to take a modest role in **planning for water quality** in the Tri-State Region.
- March 20, 1978. Chairman Brooks and other commissioners meet with Governor Grasso of Connecticut to discuss the **future role and structure of the Commission**.
- March 24, 1978. Application is submitted to the U.S. Urban Mass Transportation Administration to construct an experimental **accelerating walkway system** between two rail terminals in Hoboken, N.J.
- March 30, 1978. Chairman Brooks and other commissioners meet with Mayor Koch of New York City to secure his support for a **study on the restructure of the Commission**.
- March 30, 1978. The first issue of a **Tri-State newsletter, Communiqué**, is published.
- March 31, 1978. A **housing opportunity plan** requesting additional federal funds for the Region is filed with the U.S. Department of Housing and Urban Development.
- April 4, 1978. Governor Carey of New York recommends that **Long Island establish its own clearinghouse** for review of applications for federal aid.

SOME PRODUCTS OF REGIONAL PLANNING

The following documents contain the current plans of the Commission:

Regional Development Guide: 1977-2000. The comprehensive land-use plan recognizes a slowdown in growth but retains enough optimism to foresee a prosperous metropolitan region if: older cities are enhanced as desirable places to live and work; environmentally critical lands are protected from encroachment; homes, businesses and public services are located with a balance that will conserve energy and promote social equity. (March 1978; 49 pages with maps and other exhibits.)

People, Dwellings and Neighborhoods. The Commission's plan for housing structures, locations and quality. The need for shelter is documented, goals are set and the role of each level of government as well as the private sector in attaining the goals is described. The role of the Tri-State Regional Planning Commission in encouraging implementation of the plan is also outlined. (March 1978; 45 pages with tables and charts.)

Maintaining Mobility. The plan and program for regional transportation through 2000 recognizes the desire of the modern, urban resident to travel extensively. The plan reconciles this desire with the realities of current slow growth, environmental and energy constraints. Goals and objectives for private and public transportation are laid out in detail, and a list of major transportation projects is included. (November 1976; 53 pages with maps and charts.)

Public Policy Toward Aviation. The plan for airport facilities and accessibility concludes that, under current rates of growth, oncoming large aircraft will cover increases in patronage, making new airports virtually unnecessary. Existing airports will need some renovation, and ground access to them must be improved. (May 1978; 103 pages with tables, charts and maps.)

The above reports are available free of charge from the Commission as long as the supply lasts. They head a group of several other reports, plus tabulations from the U.S. census and maps and aerial photographs of the Tri-State Region, that are also available. Contact the Commission at One World Trade Center, New York 10048 for more information.

